

# **Eau Claire Comprehensive Plan**

## **Executive Summary**



27 September 2005

# EAU CLAIRE COMPREHENSIVE PLAN

## Executive Summary

The Executive Summary provides an overview of the planning process, the growth management strategy, key policies, and the implementation work program for the recommended *Comprehensive Plan*. The Summary also includes three key policy maps: the Growth Management Areas Map, Planned Land Use Map, and Public Utilities Staging Plan Map. Copies of the complete recommended plan may be accessed on the City's Web site [www.ci.eau-claire.wi.us](http://www.ci.eau-claire.wi.us)

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# COMPREHENSIVE PLAN

## Executive Summary

### Overview

#### **Purpose**

The *Comprehensive Plan* is the official policy document adopted by the City of Eau Claire to guide the City's decisions about long-term growth and physical development of the Eau Claire community through 2025. The document encompasses all the geographical areas of the community envisioned to be part of the City by 2025, as well as the major public functions and services which bear on physical development. The document identifies a coherent and fiscally responsible development pattern for the Eau Claire community and is intended to encourage consistent public and private decisions about future development.

The *Comprehensive Plan* serves as the basis for the City's subdivision regulations, official mapping, and amendments to the City Zoning Ordinance and Zoning Map. The *Plan* serves as a guide to the City Council, Plan Commission, and other City advisory boards in reviewing development proposals and preparing the City's multi-year capital improvements budget. The *Plan* also serves as a guide to public spending for community facilities, roads, utilities, parks, housing assistance, economic development, and other municipal programs and services. Finally, Wisconsin State Statutes provide that by 2010 the City's official mapping, subdivision, and zoning actions shall be consistent with the adopted *Comprehensive Plan*.

The *Comprehensive Plan* is the most recent in a series of community plans for Eau Claire and builds on many of the directions established in prior plans. The first comprehensive plan for Eau Claire was completed in 1953 and focused on land use. This was followed in 1968 by a more detailed community plan that addressed land use, transportation, community facilities, parks, and the Downtown. In 1982, Eau Claire replaced its single comprehensive plan document with a series of separate planning documents addressing land use, parks, transportation, economic development, and the Downtown. In 1993 the City adopted a revised comprehensive plan that addressed land use, transportation, utilities, parks, and community image. In 1995 the City adopted a revised *City Center Plan* for the Downtown.

Over the past several years, the City has approved additional plans or plan updates for specific geographical areas, including:

- *Water Street Commercial District Plan*, 1982
- *Historic Randall Park Neighborhood Plan*, 1995
- *North Side Hill Neighborhood Plan*, 1997
- *Third Ward Neighborhood Plan*, 2001
- *North River Fronts Neighborhood Plan*, 2004

These plans continue to be part of the City's ongoing planning effort and are incorporated by reference into the *Comprehensive Plan*. However, the 2005 *Comprehensive Plan* takes

precedence over all City plan documents and is the authoritative statement of City planning policy.

### **Changes from Existing Plan Policies**

The recommended *Comprehensive Plan* incorporates both substantive and procedural changes from the existing *Comprehensive Plan*. The existing plan includes sections on land use, transportation, utilities, parks and open space, and community image. The recommended plan includes these components and adds chapters pertaining to natural resources, economic development, community facilities, housing, historic preservation, Downtown, and intergovernmental cooperation. The recommended plan is much more explicit in promoting a long-term, environmentally sound, and cost-effective land use pattern for future growth in Eau Claire and the broader metropolitan area.

Some of the more substantive policy changes in the recommended plan include:

- Amending the City's sewer service area boundary to reflect the incorporation of the Village of Lake Hallie;
- Initiating a more comprehensive growth management strategy emphasizing joint planning, extraterritorial zoning, and sharing of City development through negotiated intergovernmental agreements;
- Requiring a 10-acre minimum lot size for creation of new lots within the City's extraterritorial review area, unless exempted through the subdivision review process, intergovernmental agreements for transfer of development rights, or cooperative boundary plan agreements;
- Coordinating with surrounding jurisdictions to expand storm water planning for multi-jurisdictional watershed areas;
- Deletion of the proposed Highway 37 South Bridge project from the City's Transportation Chapter to reflect changes in Wisconsin DOT project list;
- Calls for narrower streets and traffic calming in design of local streets;
- Placing a greater emphasis on bicycle transportation and incorporating bike lanes into roadway improvements;
- Encouraging sustainable development that meets the community's current needs for economic growth without reducing community's capacity to meet the needs of the future;
- Maintaining an 8-10 year inventory of fully serviced sites and a 30-year inventory of zoned property for industrial development;
- Supporting consideration of multiple locations in the metropolitan area for a convention center, rather than only the Downtown;
- Pursuing expanded collaboration among government jurisdictions and agencies to share services and facilities more cost-effectively when providing public services in the metropolitan area.

### **Smart Growth**

The *Comprehensive Plan* complies with the requirements of Chapter 66 of the Wisconsin State Statutes regarding the preparation and adoption of a city comprehensive plan. The Wisconsin Comprehensive Planning Law, adopted in 2000 and amended in 2004, requires that no later than January 1, 2010, all community programs and actions that affect official mapping, local subdivision regulations, and local zoning ordinance enactments and amendments must be guided by, and consistent with, a comprehensive plan adopted by ordinance by the governing body of that community.

Commonly recognized as the “Smart Growth” Law, Wisconsin’s Comprehensive Planning Law leaves decisions about the timing and location of development to local communities. The state legislative requirements were, however, intended to encourage local decisions that result in Smart Growth.

Smart Growth is a term commonly used to refer to a general array of development strategies to confront the social, environmental, and economic challenges in local communities resulting from the consequences of urban sprawl.

Although a topic of debate since the late 1980s, there is no universally accepted definition of sprawl. The Vermont Forum on Sprawl concisely defines sprawl as “dispersed, auto-dependent development outside of compact urban and village centers, along highways, and in the rural countryside.”(source: Vermont Forum on Sprawl; <http://www.vtsprawl.org/Learnabout/sprawl/whatissprawlmain.htm>). The Vermont Forum further identified nine characteristics commonly associated with sprawl:

- Excessive land consumption
- Low densities in comparison with older centers
- Lack of choice in ways to travel
- Fragmented open space, wide gaps between development, and a scattered appearance
- Lack of choice in housing types and prices
- Separation of uses into distinct areas
- Repetitive one-story development
- Commercial buildings surrounded by acres of parking
- Lack of public spaces and community centers

In the 1990s Smart Growth strategies began to emerge in response to growing public awareness about the negative consequences of sprawl. Parris Glendenning, Maryland Governor from 1994 to 2002, popularized the term “Smart Growth” when he launched Maryland’s Smart Growth and Neighborhood Conservation Program in 1997 to limit sprawl.

The Maryland Smart Growth Program, and subsequent similar programs across the country, emphasized a core set of development principles first articulated in 1991. In that year, the Local Government Commission, a nonprofit technical assistance organization in California, brought together a group of architects and planners to discuss common themes underlying emerging concepts in land use planning. The group drafted a set of principles to guide local officials in providing an alternative vision to urban sprawl and presented the list of principles to a conference of about 100 elected officials at the Ahwahnee Hotel in Yosemite, California. The Ahwahnee Principles have since come to be recognized as the first comprehensive statement of community design principles to address sprawl and were the basis of the smart growth program initiated by Glendenning, as well as subsequent nation-wide efforts to promote Smart Growth strategies. (The Ahwahnee Principles can be found online at <http://www.lgc.org/ahwahnee/principles.html>.)

In the past decade, Smart Growth has evolved into a national movement to promote development patterns that are economically sound, environmentally responsible, socially just, and that emphasize partnerships among local governments, developers, businesses, residents, farmers, and environmentalists. Smart Growth America, a national coalition of

nearly 100 organizations, defines Smart Growth as growth designed to achieve six key outcomes:

- Neighborhood livability
  - Better access, less traffic
  - Thriving cities, suburbs, and towns
  - Shared benefits
  - Lower costs, lower taxes
  - Keeping open space open
- (source: <http://www.smartgrowthamerica.com/whatissg.html>)

In addition, Smart Growth America condensed the original Ahwahnee Principles into ten succinct statements about how to achieve Smart Growth. The National Governors' Association and many other national professional and business organizations have endorsed this statement of key Smart Growth principles. The *Comprehensive Plan* has relied on this particular description of smart growth principles, listed below, in relating plan policies and implementation strategies to the general aims of smart growth:

- Mix land uses;
- Take advantage of existing community assets;
- Create a range of housing opportunities and choices;
- Foster “walkable”, close-knit neighborhoods;
- Promote distinctive, attractive communities with a strong sense of place, including the rehabilitation and use of historic buildings;
- Preserve open space, farmland, natural beauty, and critical environmental areas;
- Strengthen and encourage growth in existing communities;
- Provide a variety of transportation choices;
- Make development decisions predictable, fair, and cost-effective;
- Encourage citizen and stakeholder participation in development decisions.

### **Growth Trends and Projections**

Eau Claire was incorporated in 1872, at which time the City had a population of 2,293. The lumber industry created a population boom in the years following as the City's population swelled to over 21,000 persons by 1885 and Eau Claire was Wisconsin's third largest city, twice the size of Madison. However, soon thereafter, lumbering began to decline with the depletion of the timber forests to the north, which led to mill consolidations and closings. Between 1885 and 1890, Eau Claire lost twenty percent of its population. Despite the loss of the lumber industry, Eau Claire was able to make a transition to a diversified manufacturing base by the early 1900s and saw steady population growth through the 1940s when its population reached 36,058 in 1950.

The City's population has continued to grow steadily during the last half of the twentieth century, with a broad based economy featuring regional retail and medical centers, education, service businesses, and a diversified industrial base. The *Comprehensive Plan* projects that growth through 2025 will increase at approximately the same rate as in the past thirty to forty years. Table 1 summarizes the actual and projected change in population, households, and land area between 1960 and 2025.

**Table 1**  
**Eau Claire Growth Trends and Projections**

<b>Year</b>	<b>Population</b>	<b>Households</b>	<b>Area in Square Miles</b>
1960	37,987	12,221	19.27
1970	44,619	14,274	21.30
1980	51,509	18,359	27.32
1990	56,856	21,118	29.62
2000	61,704	24,016	32.10
2010	67,180	26,553	34.76
2020	71,783	28,599	37.54
2025	74,723	29,889	39.09

(source: Wisconsin Department of Administration and City of Eau Claire)

Between 1960 and 2000, the City experienced steady and consistent growth. The population increased by almost 24,000, an average annual rate of increase of slightly over 1% for the forty-year period. The number of households increased by almost 12,000, an average annual rate of increase of 1.2%. Over the same period, the area of the City increased by almost 13 square miles, a total expansion in corporate boundaries of 66%, and an average annual rate of expansion of 1.4%.

The population is projected to increase to 74,723 by 2025. The average number of persons per household, which was 2.57 in 2000, is projected to continue to decline slightly to 2.5 persons per household in 2025. The total number of households is projected to increase to 29,889 by 2025. Based on the projected increase in population and the historic average annual boundary expansion between 1960 and 2000, the area of the City is projected to increase to 39.09 square miles by 2025.

### **Public Involvement Process**

In 2003, the Eau Claire City Council initiated a community planning process to update the City's 1993 *Comprehensive Plan* and comply with the requirements of the Wisconsin Comprehensive Planning Law.

In May 2003, the City Council adopted a public participation plan to foster public participation in the development and review of the draft plan document. Key points of the public participation plan included:

- A 30-member Citizens Advisory Committee
- Community forums
- Interviews with Plan Commission and City Council members
- Presentations to community interest groups
- Newspaper articles
- TV and radio coverage
- City newsletter articles
- City internet web page
- Public opinion surveys
- Scheduled public hearings

The Citizens Advisory Committee included representatives from the City Council, Plan Commission, neighborhood associations, Eau Claire County, Town of Union,

development groups, community organizations, and the general citizenry. The Committee provided comments and feedback on the planning process and the development of the plan recommendations and report.

Through the summer of 2003, project consultants and City staff worked on preparation of the *Preliminary Analysis of Conditions and Issues* report, which provided an initial description of community conditions and potential planning issues. In preparing the report, the project consultants also interviewed members of the City Council and City Plan Commission, as well as a number of local citizens. From October 2003 to June 2004, the Citizens Advisory Committee held 16 meetings with the project consultants and Planning staff to discuss key issues and identify an overall growth concept to guide preparation of the detailed plan chapters. Citizens Advisory Committee agendas and meeting minutes and draft planning documents were posted on the City's web site throughout the planning process. The City also conducted online citizen surveys about planning issues and recommendations and sponsored a community public forum in April 2004 to listen to citizen comments regarding community issues.

In August 2004, the consultant completed a preliminary draft plan. From September 2004 through March 2005 the Citizens Advisory Committee met 14 times to review and comment on the draft document. Other City advisory boards and commissions, including the Plan Commission, Waterways and Parks Commission, Landmarks Commission, Housing Authority, Transit Commission, Redevelopment Authority, and Downtown Eau Claire, Incorporated (DECI) also reviewed the draft. The City sponsored a community public forum on the draft plan on April 2, 2005. On April 14, 2005, the Citizens Advisory Committee unanimously recommended approval of a revised draft that incorporated all of the Committee's substantive comments and recommendations.

Copies of the public hearing draft were forwarded to numerous community groups and to adjoining local governments. On June 20, 2005, the City Plan Commission held an extensive public hearing regarding the draft. The Commission conducted three additional work sessions discussing suggested modifications to the draft, and on August 1, 2005, approved a resolution recommending approval of a revised document to the City Council. The City Council will hold a public hearing on September 26, 2005, regarding the plan recommended by the Plan Commission and is scheduled to consider an ordinance adopting the plan on September 27, 2005.

### **Future Growth Strategy**

The *Comprehensive Plan* distinguishes urbanized from rural development and plans for the City's projected future growth by providing for orderly staged development. Three critical planning issues facing Eau Claire in this regard are:

- **Fringe Growth Management:** *What should the City do to ensure that urban expansion is compact, cost-efficient, and designed for lasting value?*
- **Neighborhood Stabilization and Improvement:** *What should the City do to maintain or improve older residential and business areas of the community?*
- **Economic Development:** *What should the City do to promote and coordinate private investment in businesses, especially those that produce higher wage jobs?*

To assist in developing an overall strategy in addressing these concerns, three distinct alternative growth concepts were identified and evaluated in 2003-2004 during the initial year of the planning process. The three alternatives were:



- **Alternative A:** Promote a long-term, environmentally sound and cost-effective land use pattern for future growth in Eau Claire and across the metropolitan region. The central theme of this alternative was that the City of Eau Claire would take a lead role in shaping and promoting an integrated growth pattern for itself and the greater metropolitan region.
- **Alternative B:** Ensure a cost-effective and compatible land use pattern within the Urban Sewer Service Area over the next twenty years. The central theme was that the City of Eau Claire would focus on adopting and implementing a comprehensive plan that meets the State of Wisconsin planning requirements for the City's existing corporate boundaries and the Urban Sewer Service Area.
- **Alternative C:** Minimize the costs of municipal services, especially costs related to fringe development. The central theme was that the City would seek to minimize the need to expand the delivery of City services and take a "hands-off" approach to growth management by relying on the workings of the private market to determine the land use patterns in the metropolitan area.

Extensive discussion of these conceptual alternatives served to clarify policy choices about major planning issues. The three alternatives were presented and discussed by the Citizens Advisory Committee, Plan Commission, and City Council, as well as at the Comprehensive Plan Community Forum held in April 2004. Based on the review of the alternatives and the findings of the *Analysis of Conditions and Issues*, a future growth strategy was identified to guide the subsequent preparation of the detailed plan elements of the initial draft of the *Comprehensive Plan*.

The future growth strategy incorporated into the *Comprehensive Plan* is most consistent with Alternative A, although the *Plan's* policies and implementation strategies reflect some aspects of all three alternatives. The growth concept reflects the following major assumptions:

- Proactive local government is essential for creating a high-quality city;
- Continued efficient perimeter growth is critical to the long-term future of Eau Claire;
- Collaborative growth management among the City of Eau Claire, Eau Claire County, Chippewa County, and adjacent towns and villages is possible and mutually beneficial;
- Greater cooperation among governments will be required to meet the needs of a growing population;
- Most growth should be accommodated in sewerred areas in and around the City of Eau Claire;
- Urban density is desirable;
- Regional prosperity is enhanced if future growth is planned and managed;
- Public facilities help the economy;
- The public and private sectors should collaborate;
- Redevelopment sometimes requires public assistance;
- Environmental protection is desirable;
- The vitality of Downtown and the older neighborhoods is important;
- Existing neighborhoods should be protected;
- Current public revenue problems are cyclical.

The recommended growth concept emphasizes six overarching themes:

- **Fringe Growth:** Expand the Urban Sewer Service Area and protect it for efficient, compact urban growth. Although acknowledging its statutory authority to set density standards outside its borders, the City will actively seek the cooperation of the Counties and adjacent Towns in planning for fringe development.
- **Neighborhood Protection and Improvement:** Keep older neighborhoods attractive and vital through improved streets, parks and services, code enforcement, design standards, and selective redevelopment.
- **Natural Environment:** Protect and enhance the major natural features of Eau Claire, such as wooded hillsides, vistas, and waterfronts.
- **Intergovernmental Cooperation:** Improve intergovernmental coordination on land use, utilities, roads, drainage, parks, boundaries, and school sites.
- **Economic Development:** Continue to work with county, state, and private organizations to diversify and expand the local economy while raising the standard of living.
- **City Fiscal Health:** Improve and stabilize City fiscal conditions by keeping cost increases in line with revenue growth.

### **Document Organization**

The community planning process generated two key reports, both of which are available on the City's web site [www.ci.eau-claire.wi.us](http://www.ci.eau-claire.wi.us). The first is the *Preliminary Analysis of Conditions and Issues*, which was completed in September 2003. The *Preliminary Analysis* report provides an initial assessment of community demographic and population characteristics and trends for population, households, income, employment, natural features, and land use patterns. The *Analysis* provides background information, projections, and a preliminary description of potential issues to be considered in the *Plan* for the following topics:

- |                              |                                   |
|------------------------------|-----------------------------------|
| • Demographics               | • Sanitary Sewer and Water System |
| • Land Use                   | • Community Facilities            |
| • Natural Resources          | • Housing Analysis                |
| • Transportation             | • Historic Resources              |
| • Parks and Greenways        | • Downtown                        |
| • Community Visual Character | • Intergovernmental Cooperation   |
| • Economic Development       |                                   |

The *Analysis* also identifies three alternative growth strategies for guiding the City's future development pattern. The *Preliminary Analysis* report is referenced in Appendix B of the *Comprehensive Plan* and is available at the L. E. Phillips Public Library, at the Community Development Department, or at the City's website [www.ci.eau-claire.wi.us](http://www.ci.eau-claire.wi.us).

The second document is the *Comprehensive Plan* itself, which includes the following chapters:

- |                        |                                 |
|------------------------|---------------------------------|
| • Land Use             | • Community Facilities          |
| • Natural Resources    | • Housing                       |
| • Transportation       | • Historic Preservation         |
| • Parks System         | • Downtown                      |
| • Physical Character   | • Intergovernmental Cooperation |
| • Economic Development | • Plan Implementation           |
| • Public Utilities     |                                 |

The central elements of the *Comprehensive Plan* are the goals, objectives, and policies expressed in each of the above chapters. **Goals** are broad statements of purpose that define what the City is trying to accomplish for major planning themes or functions. **Objectives** are more specific statements that define what the City is attempting to accomplish in support of a broader goal. **Policies** indicate in fairly precise and measurable language, the ongoing courses of action the City will implement to reach the objectives and accomplish the goals.

## Summary of *Comprehensive Plan* Policies

Provided below is a brief summary of each of the draft *Comprehensive Plan* chapters, including a description of key policies (identified in **bold** type.)

### Introduction

The Introduction provides a general overview of the *Plan*. Major sections include a brief history of prior plans and a description of the planning process for this *Plan*. The Introduction also provides a definition of Smart Growth and a discussion of some of the consequences of unplanned growth.

### Land Use

The Land Use chapter guides public and private actions regarding pattern of land use and development and incorporates concepts from other plan chapters as they relate to land use. Key policies include:

- **Forecast of Land Needs:** The City forecasts that an additional 7,300 housing units will be added between 2004 and 2025. That demand, plus the related needs for commercial, industrial and other types of land use, will translate into approximately 4,200 acres. Additional planned areas are included on the Land Use Plan map so as to meet long-term growth needs and to provide flexibility in the market.
- **Growth Management Areas:** Manage growth in and around Eau Claire using the following four growth management areas:
  - Existing Urban Area
  - Urban Sewer Service Area
  - Extraterritorial Review Area
  - Rural Area

Figure 1 illustrates the approximate location of the four growth management areas as of the effective date of the *Comprehensive Plan*. The Existing Urban Area represents the actual area contained within the corporate boundaries of the City of Eau Claire. The boundaries of the Urban Sewer Service Area are approved by the Wisconsin Department of Natural Resources and designate the area beyond the Eau Claire corporate limits that the City anticipates eventually could be served by the City's wastewater treatment facility. The Extraterritorial Review Area is the area within three miles of the City's corporate boundaries in which the City exercises subdivision review authority under State law to regulate the creation of new parcels through platting or certified survey map and ensure uses of land compatible with the *Comprehensive Plan*. The Rural Area includes the unincorporated areas beyond the Extraterritorial Review Area three-mile

boundary and generally maintained for very low rural residential or agriculture uses, or as provided for in a cooperative boundary plan agreement.

The City will prepare and adopt long-range plans for land use, roads and the sequential extension of City sewer and water lines in the Existing Urban Area and the Urban Sewer Service Area. The City will seek the cooperation of the counties and adjacent town and village governments to accomplish mutually beneficial growth management objectives consistent with the *Comprehensive Plan*. Those objectives include compact and well-designed urban edge growth, the economic extension of City utilities and roads, and the preservation of nearby rural land use and productive farmland from premature development.

The City will seek to amend the Urban Sewer Service Boundary by updating the 2010 *Chippewa Falls-Eau Claire Urban Sewer Service Plan* to reflect boundary changes that occurred as a result of the incorporation of the Village of Lake Hallie.

The City will require a minimum ten-acre lot size for the creation of new lots in the Urban Sewer Service Area and Extraterritorial Review Area, unless a lesser minimum lot size is allowed through a cooperative boundary plan agreement, or an exception is granted through cooperative boundary agreements, or the subdivision review process. The minimum lot size is established in order that compact and cost-effective urban development in the City's perimeter may be achieved through and beyond the twenty-year planning horizon of the *Comprehensive Plan*. The density standard serves to protect the future capacity of the City to expand its tax base and secure economic growth, and also to help preserve working farms and rural development patterns until the time that the land is converted to urban use. In addition, limiting the extent of non-sewered residential development in the City's Extraterritorial Review Area will assist in protecting the City's future capacity to provide development locations for construction of affordable housing.

To assist in establishing the intergovernmental agreements and exceptions identified above, the City will work with individual towns to draft and execute a memorandum of understanding expressing the intent of both jurisdictions to work towards a more formal intergovernmental agreement and identifying a process and mutual items of concern to be addressed.

- **Land Use Map:** The proposed pattern of future land use for Eau Claire and its immediate area is illustrated in Figure 2, Planned Land Use Map. The map illustrates generalized locations of land uses and is not intended to represent actual on-the-ground measurements. City officials will use the map to make recommendations and decisions about land development, rezoning requests, and public improvements.
- **Compact and Contiguous Growth:** Guide growth to locations either contiguous to or within presently urbanized areas. Land use should be either urban and compact, or rural and low density.
- **New Neighborhoods:** Include in each major neighborhood a variety of types of housing (both detached and attached), street trees and sidewalks, parks and greenways within walking distance, and small commercial areas.

- **Activity Centers:** Intensify the pattern of land use in those parts of the City identified as Activity Centers, including:
  - County Courthouse District
  - Historic Waterfront District
  - North Barstow District
  - Luther-Midelfort (Mayo) Medical Center District
  - Multi-institutional campus area of the University of Wisconsin-Eau Claire, Chippewa Valley Technical College, Sacred Heart Hospital, Marshfield Clinic, and nearby medical clinics
  - Oakwood Mall vicinity
  - Gateway Business Park
  - South Point Shopping Center area.
- **Utilities Staging Plan:** Approve annexation petitions and extend sanitary sewer and water lines according to the priority sequence indicated by Figure 3, Public Utilities Staging Plan.
- **Joint Planning:** Initiate joint planning collaborations with adjacent towns and the counties to prepare detailed sub-area land use plans for major interchanges, highway corridors, and other future growth areas in the City's perimeter area. Such detailed plans should include future land use recommendations, proposed utility extension locations, street networks, future public facilities, and protection of significant natural resources.
- **Extraterritorial Zoning:** Seek to establish extraterritorial zoning in cooperation with adjacent towns for perimeter areas in the City's Extraterritorial Review Area. The procedures for establishing extraterritorial zoning are provided in Wisconsin Statutes 62.23 (7a) and would assist the City and town in implementing more consistent development standards for transition areas experiencing development pressures over the next 10 to 20 years. If an extraterritorial zoning ordinance were pursued, a joint committee of City and town members would be appointed to prepare the zoning plan and regulations.
- **Variety within Each Neighborhood:** Encourage developers to design each neighborhood to contain a range of housing types, densities, and building configurations, including single-family detached, townhouses, apartments, and more specialized types such as senior housing or live-work units. Discourage large housing developments that consist of a single "cookie-cutter" building design
- **Chippewa River Land Uses:** Guide development along the Chippewa River to take advantage of river views with uses such as mid- and high-density housing, offices, parks and trails, and hospitality businesses such as restaurants or hotels; and industries that need water for manufacturing, such as the Cascades Group paper mill.
- **Eau Claire River Land Uses:** Evolve the Eau Claire River frontage from industries and parking to a more compatible mixture of linear park, offices, housing, and some industry.

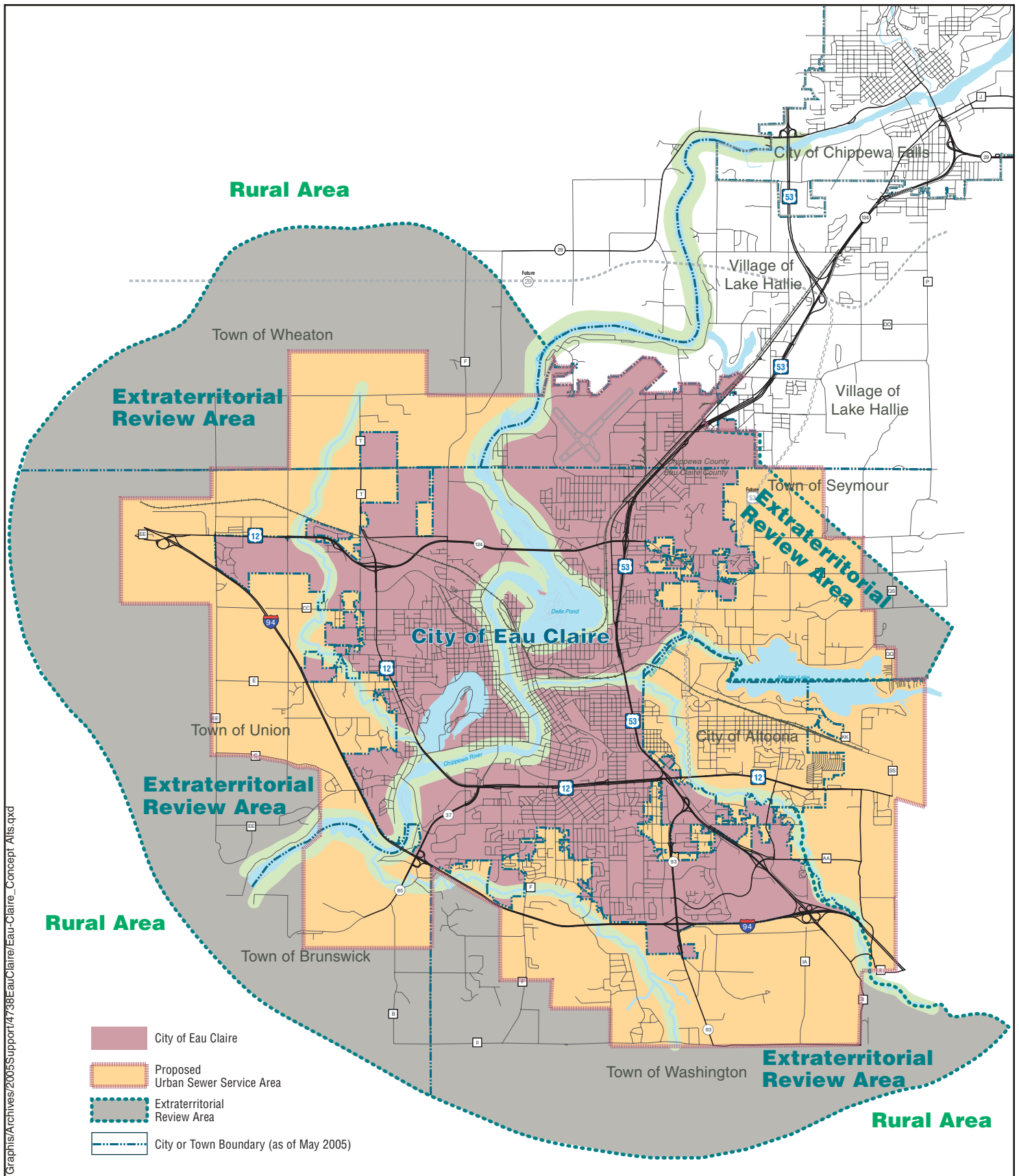
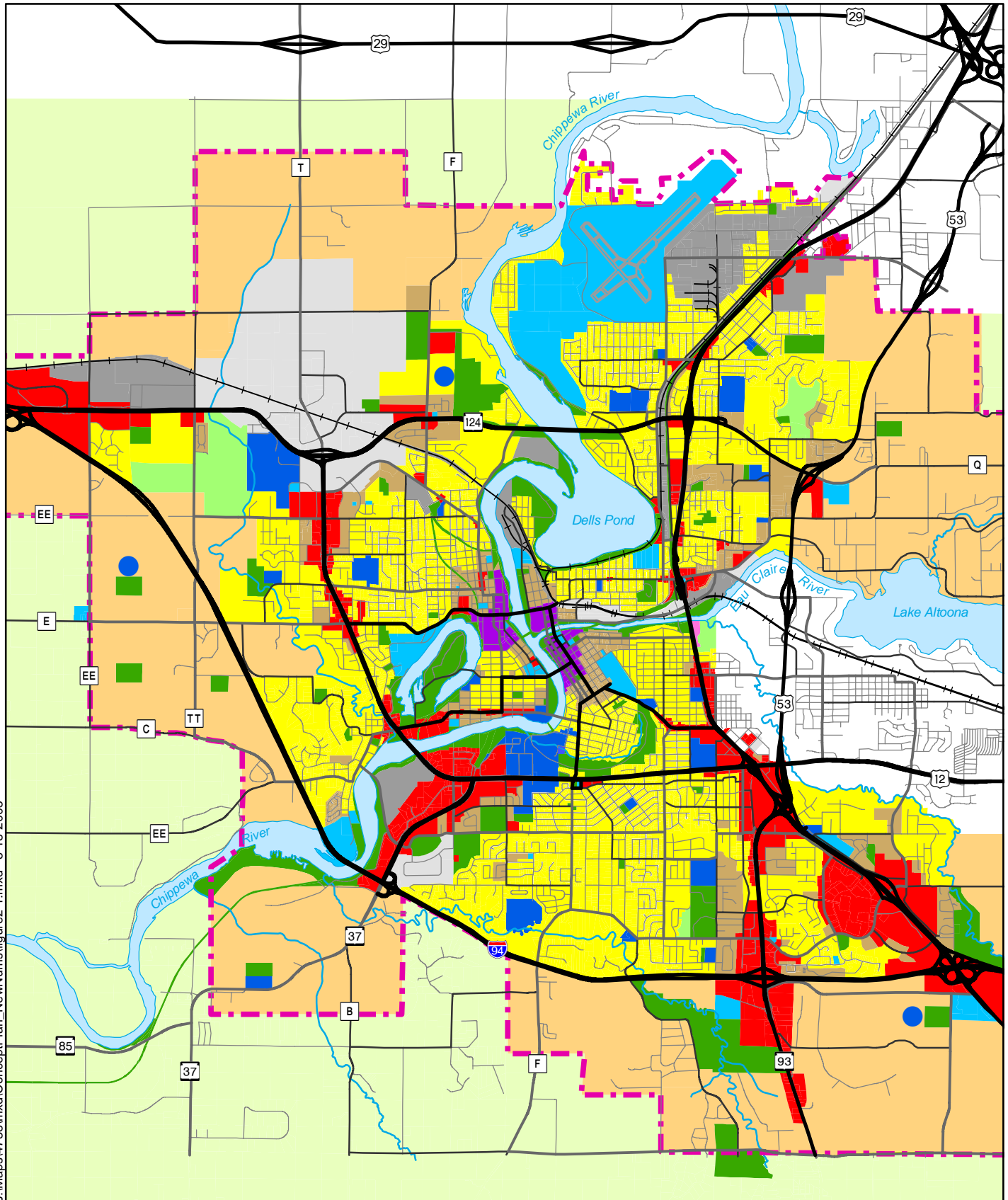


Figure 1

**Growth Management Areas**



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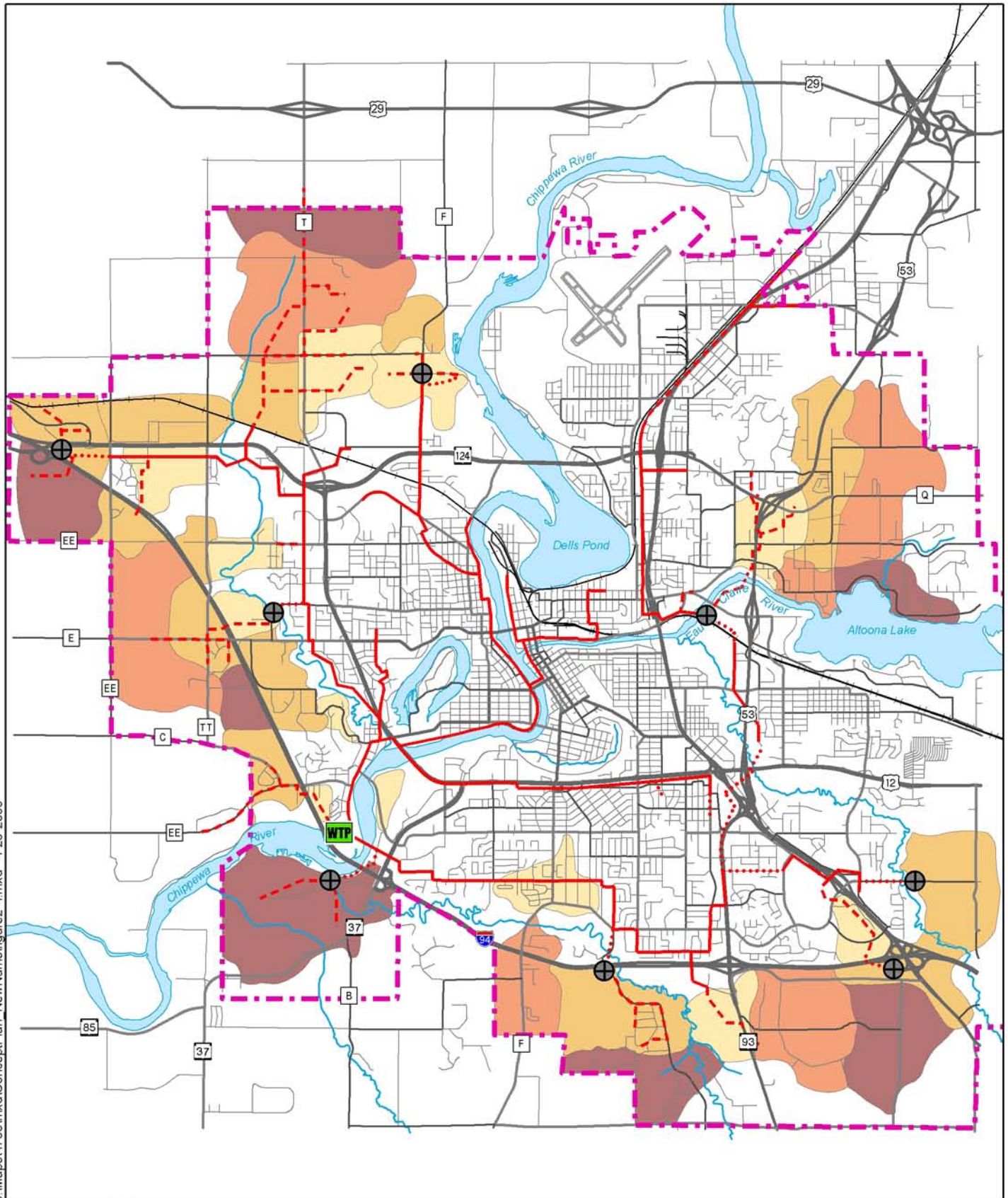
- |  |                  |   |
|--|------------------|---|
| Proposed Urban Sewer Service Area Boundary | Commercial       | Public Facility                         |
| <b>Planned Land Use</b>                    | Mixed Use        | Park                                    |
| Future Neighborhood                        | Downtown         | Golf Course                             |
| Low Density Housing                        | Light Industry   | Agriculture or Very Low Density Housing |
| Medium & High Density Housing              | General Industry | Potential School Location               |
|  | School           |   |

Figure 2

*Planned Land Use*



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### Stage

- Short Term
- Medium Term A
- Medium Term B
- Long Term

### Sewer Line Type

- Existing Trunk Lines
- Planned Trunk Lines
- Force Main

Pump Stations

Wastewater Treatment Plant

Proposed Urban Sewer Service Area Boundary

Figure 3

## Public Utilities Staging Plan



- **Infrastructure Investments** Seek to enter into intergovernmental agreements either through Wisconsin Statutes Sec. 66.0301 or Sec. 66.0307 to provide for the targeted construction of lift stations and trunk lines in the Urban Sewer Service Areas as a joint intergovernmental strategic investment to attract and direct development to selected perimeter growth locations jointly identified by the City and adjacent towns. Such agreements should be pursued only after completion of joint planning efforts between the City and towns to prepare a detailed land use plan for a specific growth area. The detailed components of the agreements should be crafted by the jurisdictions involved based on the characteristics and shared development needs for the area. Such intergovernmental agreements for infrastructure investments should include the following provisions:
  - Extraterritorial zoning will be established for the designated area.
  - The upfront municipal cost for any sewer lift stations or trunk lines in the designated area will be incurred by the City of Eau Claire.
  - The Town will approve and authorize the City to construct any agreed upon lift station and/or trunk lines, along with the necessary easements for such improvements.
  - Town properties cannot be connected to the lift station and trunk line until annexed to the City or until such time as may be specified in an approved cooperative boundary plan agreement for the area.
  - For infrastructure investment areas addressed through intergovernmental agreements established under Sec. 66.0301, and to encourage orderly and timely annexation of parcels suitable for compact urban development the City will commit to making a revenue sharing payment for a fixed and limited number of years to the Town based on a percentage of the property tax revenue derived by the City from the subsequent development of the annexed area. The City will seek to negotiate the amount and terms of revenue sharing based on a reasonable and equitable consideration of the overall terms of the intergovernmental agreement, the type of development taking place, and the construction costs and the relative public service costs incurred by both the City and the Town following annexation of the area. For example, in instances where the City and Town agree to share in the initial provision of public services or where the City's initial service costs would not be excessive, the City could provide a revenue sharing payment to the Town equal to 80% of the City's share of paid property tax revenue from an annexed parcel in year 1 following the annexation; 60% in year 2; 40% in year 3; and 20% in year 4; and 0% thereafter. The amount of payment, years of payment, and starting date of the revenue sharing payment could be negotiated, but the City's intent would be to provide a revenue sharing payment based on property tax revenue generated as the parcel is developed, not simply as vacant land.
- **Sherman Creek:** Plan development along Sherman Creek to be a mixture of single-family housing along most of its length, occasional parks, the vocational-technical school, and industry (near U.S. 12).
- **Otter Creek:** Create low-density residential neighborhoods around Otter Creek, and build a major new park along its western edge south of Prill Road.
- **Road Corridor Land Use Planning:** Plan the edges of arterial roads for an appropriate and acceptable variety of land uses, ranging from single-family

housing to shopping centers, as long as the roadway access guidelines presented in the Transportation Chapter are followed. Through site design, seek to improve the appearance and access for pedestrian and bicycle circulation along these corridors.

- **Redevelopment Program:** Support redevelopment primarily by planning and zoning certain sites for more intensive or different land uses than their present use. In special circumstances, the City will use tools, such as tax increment financing, to support redevelopment.
- **Redevelopment Target Areas:** Seek redevelopment in the following areas:
  - Oxford Avenue north of Madison Street
  - Galloway Street corridor
  - Portions of the National Presto site
  - Downtown
- **Reducing Incompatible Land Use:** Remedy past land use incompatibilities and avoid new ones through amendments to its zoning ordinance, land use planning with citizen involvement and, in rare instances, property acquisition.
- **Industry and Offices:** Provide locations for industrial and office development in locations that have good transportation access. Examples of locations where significant employment growth is expected include:
  - Downtown (all four quadrants, including the Luther-Midelfort Medical Center area along Bellinger Avenue)
  - The institutional campus area along Clairemont Avenue, including the University of Wisconsin-Eau Claire, the Chippewa Valley Technical College, Sacred Heart Hospital, and nearby medical clinics
  - Gateway Industrial Park and vicinity
  - Banbury Place and the Galloway Street corridor
  - The vicinity of Oakwood Mall
  - South Hastings Way
  - The Hendrickson Drive corridor

## **Natural Resources**

The Natural Resources chapter aims to safeguard and improve environmental features as a means of promoting sustainable urban development, revitalization and quality of life.

Key policies include:

- **Development:** Site new development carefully to protect natural character; use low-impact means of handling runoff.
- **Slopes:** Adopt regulations to protect steep, wooded slopes.
- **Storm Water:** Follow the recommendations of the 1992 *Comprehensive Storm Water Management Plan* and update it in the Lowes Creek and Otter Creek watersheds.
- **Water Quality:** Improve water quality by following the provisions of the Water Pollution Discharge Elimination System permit issued by the Wisconsin Department of Natural Resources. Reduce soil erosion, especially near streams and wetlands.
- **Shoreline Protection:** Preserve or restore natural conditions along rivers and streams to filter runoff, reduce erosion and provide habitat for stream species.
- **Groundwater Contamination:** Implement the remedial action plan for containing and reducing the groundwater threat to the Eau Claire Municipal Well Field.

- **Wildlife Habitat:** Protect the key remaining small tracts of wildlife habitat and restore or improve the quality of other locations.

## **Transportation**

The Transportation chapter guides public policy in regard to the evolution of the overall transportation system, and specifically recommends actions that are consistent with the land use and urban design components of the *Comprehensive Plan*. Key policies include:

- **WisDOT Improvements:** Work with WisDOT to complete remaining programmed improvements, such as the Birch Street Bridge, over the Eau Claire River and the turn-back of Hastings Way to the City.
- **Minor Residential Streets:** Decrease the width of new local (minor) residential streets from current standards, depending on the volume of traffic. Rebuilt residential streets may be reduced in width to the extent that on-street parking and other demands allow. Fully interconnect new local residential streets and minimize the number of cul-de-sacs.
- **New or Improved Roads:** Base plans for road extensions and capacity improvements on the results of the 2004 regional road system computer model being prepared for the Metropolitan Planning Organization.
- **Access Management:** Manage access on major streets to improve traffic flow and road capacity, always with a concern for neighborhood livability.
- **Transit:** Seek opportunities to increase ridership on its bus system through new dense development along transit corridors and in Downtown. Build a more attractive and functional multi-modal transit center in Downtown.
- **Bicycling:** Build a City-wide network of interconnected bicycle paths and lanes serving both recreational and transportation functions. Require that on-street bicycle lanes be installed with most new arterial or collector roads. Coordinate with the counties to create a County-wide network of off-road bicycle paths in public greenways.
- **Sidewalks:** Install public sidewalks should be installed along both sides of each new or reconstructed local or collector street. The City will consider granting exceptions to this sidewalk policy to protect major natural features and short cul-de-sac streets.
- **Street Reconstruction:** Continue the program of assessing the surface condition of local streets and budgeting for their systematic maintenance and periodic reconstruction.
- **Inter-City Passenger Rail Service:** Support the West Central Wisconsin Rail Coalition efforts to ensure passenger rail service connecting Eau Claire and the Chippewa Valley to Minneapolis and Madison.
- **Regional Airport:** Ensure future improvements to the Chippewa Valley Regional Airport minimize adverse effects on nearby roads, bridges, utilities, and existing or future residential neighborhoods.

## **Park System**

The Park System chapter continues a long program of planning, programming, and capital improvements to provide parks for new neighborhoods and improve conditions in existing facilities. This chapter confirms a broad course of action and coordinates major park investments with other plan elements such as the Land Use Plan. Key policies include:

- **New Parks:** Plan and acquire additional parks for new neighborhoods. At a minimum, new neighborhood playgrounds will continue to serve each square-

mile or smaller area. New major athletic fields will be provided in the northern sectors of the City for organized soccer and adult softball. The City will work with the Eau Claire Area School District to pair new parks with future schools when possible.

- **Waterfront Open Space:** Acquire land for new parks and trails along the Chippewa and Eau Claire Rivers and Sherman, Lowes, and Otter Creeks.
- **Bicycling and Walking:** Extend the off-road path system and supplement it with on-road bicycling lanes for transportation and recreation.
- **Parks in Urban Design:** Use parks to enhance neighborhoods and commercial districts, reflect Eau Claire's cultural heritage, and honor civic life.
- **Ecology and Environment:** Design parks and greenways to protect environmentally sensitive features, reduce negative environmental effects, and serve as models of land stewardship.

### **Physical Character**

The Physical Character chapter is intended to guide public and private investments to create a well-designed community of distinctive neighborhoods, which are supported by green public lands and vital civic and commercial centers. The City will seek to protect its major natural attributes, such as the rivers, creeks, and the wooded hillsides. New neighborhoods should be designed with some of the valued characteristics of the City's traditional neighborhoods. Parks and greenways should be designed and connected to help build lasting neighborhood value. Downtown should become more urban, dense, walkable, and linked to the rivers. Key policies include:

- **Overall Urban Character:** Incorporate the best aspects of both a small town and a major city through land use and design. Protect and improve the quiet, leafy, and familial character of most residential neighborhoods, while accentuating the sense of urban diversity and intensity in certain other districts and corridors. Become more urban in some locations, and use that sense of urbanity as a marketing tool for long-term growth and stability for Eau Claire.
- **Regional Environment:** Use public improvements, public art, and land development regulations to preserve, highlight, and interpret the major elements and special places that evoke the regional environmental and cultural history of Eau Claire.
- **New Neighborhoods:** Design new neighborhoods to reflect the best qualities of the traditional neighborhoods of Eau Claire. Minor (local) streets will be interconnected and built appropriately narrow. Sidewalks and street trees will be required on both sides of each new local or collector street.
- **Established Neighborhoods:** Maintain the traditional urban character of these neighborhoods and promote continuous public and private reinvestment to ensure that they remain attractive places to live.
- **Mixed Use:** Encourage a mix of compatible land uses in a variety of locations and scales in order to create more vital and walkable activity centers.
- **Better Site Design:** Improve standards for site planning and design, including building and parking placement, pedestrian connections, signage, and landscaping.
- **Waterfronts:** Improve the visual quality and connections to the waterfronts to support appropriate development and enhance the community's quality of life.
- **Major Road Corridors:** Improve the appearance of the major roadway corridors in Eau Claire through access management, site planning, and sign controls.

- **Parkways:** Engage in a long-term program to create a system of parkways and well-landscaped streets to help improve community appearances, property values, and quality of life.

## **Economic Development**

The Economic Development chapter identifies the City's priorities for fostering a vibrant and growing local economy. Well-located and serviced business and industrial parks are critical to the expansion of existing industries and key to attracting new companies. The City and its partner, Gateway Development Corporation, should continue to support investment in business and industrial parks. The City will continue to assist in the redevelopment of commercial and industrial districts. The City will continue revitalization of the Downtown because of its importance as a center of office space, cultural resources, medical services, entertainment, and civic life. Key policies include:

- **Industrial Parks:** Zone adequate land for future development and acquire and develop industrial parks through organizations such as the Gateway Industrial Park Corporation.
- **Transportation and Telecommunications Infrastructure:** Support expansion of key infrastructure improvements for telecommunications and transportation, including high-speed passenger rail and the Chippewa Valley Regional Airport.
- **Key Industries:** Identify issues and opportunities facing industry groups key to the economic health of the area, and take action to support them in retaining or creating employment and tax base.
- **Tax Base Density and Efficient Use of Infrastructure:** Use land and related infrastructure efficiently to achieve strong commercial/industrial tax base density in business and industrial parks.
- **Sustainable Development:** Pursue economic development strategies that support a diverse and vibrant economy while protecting the integrity of the natural air, water, and land ecosystems that support life.
- **Redevelopment:** Support redevelopment of contaminated, blighted, and under-developed properties with strong potential for reuse as business and industrial development sites.
- **Revitalization Efforts:** Support economic revitalization of Downtown by encouraging diverse economic activity, including public and private offices, services, medical, hospitality businesses, high-density housing, and civic, cultural, and entertainment land uses.
- **Coordinated Campus Planning:** Help create an overall area master plan for major government and medical institutions located between Clairemont Avenue and the Chippewa River, and for the Medical Center District located in Downtown.
- **Workforce:** Support investments in quality neighborhoods, recreational opportunities, and cultural amenities important to attracting and retaining a competitive workforce.
- **Tourism:** Support regional strategies to attract visitors to the area in ways that balance the economic benefits from tourism with the economic costs of expanded traffic and use of public facilities and services.
- **Organization and Coordination:** Work with public and private economic development partners to efficiently and effectively address economic development issues and opportunities and minimize duplication of effort.

## **Public Utilities**

The Public Utilities chapter provides policy direction to the City regarding the extension, upgrading, and finance of the City's sanitary sewer and water systems. The chapter reiterates the basic policy introduced in the Land Use chapter that connection to sanitary sewer service requires annexation to the City. Also, the Public Utilities chapter continues the present practice of placing financial responsibility for sewer and water extensions on the land developers and emphasizes the importance of keeping housing densities sufficiently low on the perimeter of the City so that land can be re-subdivided and public utilities extended economically. Key policies include:

- **Sewer Extension Policy:** Provide sanitary sewer service only to properties within its jurisdiction for the sake of fiscal health, redevelopment, and growth management.
- **Intergovernmental Understanding:** Try to gain an agreement with the adjacent towns and the counties that there is mutual benefit in staged, orderly utility extensions, annexation, and compact urban growth into territory planned and regulated for that purpose.
- **Utilities Staging Plan:** Extend sanitary sewer and water lines according to the following general order of priority, as shown on Figure 3, Public Utilities Staging Plan:
  - a. **Short Term:** Areas that are not presently served but only require minor extensions of trunk sewer or can be easily served by lateral lines.
  - b. **Medium Term – A:** Areas that are not currently served but are expected to receive development pressure and a need for trunk line service to accommodate development during the next five years.
  - c. **Medium Term – B:** Areas that are not currently served but are expected to receive development pressure and a need for trunk line service to accommodate development during the next five to ten years.
  - d. **Long Term:** Areas that may need trunk sewer service for anticipated urban development but are not anticipated to be served for more than ten years.
- **Responsibilities:** Continue to require land developers to pay the full cost of improving or extending minor streets and utility lines, and to participating in the cost of improving arterial roads and trunk utility lines.
- **Sewage Treatment Plant:** Partner with the City of Altoona to upgrade the sewage treatment plant prior to 2020.
- **Urban Sewer Service Area Boundaries:** Request the Wisconsin DNR amend the Urban Sewer Service Area boundary to delete the Village of Lake Hallie from the City of Eau Claire's future sewer service area in recognition of: (1) The Village of Lake Hallie policy that it will develop with private, on-site sewage systems; and (2) Continuation of the extension policies of the Cities of Eau Claire and Chippewa Falls that sanitary sewer service will only be extended to properties within their corporate boundaries.
- **Perimeter Area Development:** Require a minimum ten-acre lot size for new housing development located in the Extraterritorial Review Area and that cannot be served by City sanitary sewer. New subdivisions and lot splits for land not served by sanitary sewer should be designed to allow the lots to be resubdivided in the future into urban-sized lots and economically served with City utilities. Greater residential densities in the Extraterritorial Review Area would be allowed through intergovernmental cooperative boundary plan agreements.

## **Community Facilities**

The Community Facilities chapter directs the City to seek increased intergovernmental sharing of facilities and services and to use public investments in schools, libraries, community centers, fire and police services, and parks to help create neighborhoods with lasting value, to attract regional growth to Eau Claire, and to enhance the quality of life.

Key policies include:

- **Cost-effective and High Quality Facilities:** Provide public facilities in a cost-effective manner and build them to a high standard of quality.
- **Police and Fire Services:** Continue to provide a high level of police and fire services.
- **Schools:** Coordinate urban growth, particularly new parks, with public elementary, middle, and high schools.
- **Community Recreation Facility:** Continue to study the need and feasibility of creating a multi-purpose community building for recreation and meetings.
- **Convention and Events Center:** Continue to study the need and feasibility for a County-owned convention and conference facility in the metropolitan region.
- **Regional Airport:** Seek to ensure future improvements to the Chippewa Valley Regional Airport to maintain and improve passenger and freight services will not adversely impact adjacent residential neighborhoods.

## **Housing**

The Housing chapter guides public spending on housing assistance programs and guides public regulation of private housing development. This chapter serves as a foundation for the City's housing assistance programs. This chapter reflects a federally-mandated plan prepared by the City every five years. Key policies include:

- **Affordable Housing:** Work with Chippewa and Eau Claire Counties, other communities, and the private housing market to find a regional solution to the need for housing priced and sized for lower-income households, especially large families. Use regulations and assistance programs to help make housing affordable for all.
- **Housing Diversity:** Work to diversify the housing stock by adding more attractive attached housing in all price ranges, style, and tenure (ownership versus rental).
- **Housing Density:** Promote through plans and regulations a broad range of housing types and price levels in each major district or neighborhood.
- **Infill and Rehabilitation:** Emphasize infill development and rehabilitation of existing housing.
- **Design Guidelines for Attached Housing:** Adopt guidelines for the site planning and general design of apartments and townhouses.
- **Code Enforcement:** Provide increased support and resources for systematic nuisance and code enforcement regarding property maintenance.
- **Remodeling and Zoning:** Review the zoning ordinance to ensure that it allows the reasonable remodeling and rehabilitation of homes in the older neighborhoods that may not be in conformance with current regulations, while protecting the design integrity of the immediate area.
- **People with Special Needs:** Continue to provide assistance for people with special needs, such as the disabled, the mentally ill, those with HIV-AIDS, and the homeless.

## **Historic Preservation**

This chapter sets forth the policy framework to preserve and enhance the cultural and historic resources within the City of Eau Claire. The *Plan* recognizes the importance of Eau Claire's existing neighborhoods and the need to improve and protect these older areas. In this context, preservation relates not only to specific properties designated as historically significant, but also to broader geographic areas of the City that play an integral role in defining the form and fabric of what is "Eau Claire." This chapter recommends the continuation of many existing policies, while recommending an expanded role for the Eau Claire Landmarks Commission. Key policies include:

- **Evaluation and Designation:** Continue to survey and evaluate historic and potentially historic resources for designation, recognition, and protection.
- **Role of Eau Claire Landmarks Commission:** Make the Landmarks Commission a stronger participant in the implementation of the *Comprehensive Plan* by using its expertise in architecture, urban design, and history in areas of redevelopment, neighborhood planning, and infill development.
- **Community Support:** Increase community support for heritage preservation and for the work of the Landmarks Commission.
- **Heritage Education:** Continue to provide programs and activities that will instill an appreciation and pride in Eau Claire's past.

## **Downtown**

The chapter on the Downtown seeks to re-establish the Downtown as a major mixed-use activity center integrating civic and governmental uses; professional and corporate offices; health care; meeting and entertainment facilities; arts and culture; housing; and specialty retail. The Downtown chapter guides the planning for the North and South Barstow areas, Bellinger Street Area, and West Grand Avenue Area. Key policies include:

- **Downtown Action Agenda:** Ensure an effective and ongoing public-private partnership to continue implementation of the HyattPalma Downtown Action Agenda 2001.
- **Business Development and Marketing:** Provide business development and marketing support to encourage diverse economic activity in the Downtown.
- **Redevelopment:** Support redevelopment of blighted, vacant, or underutilized properties and sites in the Downtown area.
- **Riverfront Orientation:** Encourage the use of the riverfront and adjacent open spaces as a key organizing feature for the design and orientation of both public facilities and private development.
- **Pedestrian Orientation:** Enhance the walkability of the Downtown by ensuring safe, attractive, and pleasant pedestrian routes and connections within the Downtown area and between the Downtown and adjacent neighborhoods, public parks, and major activity centers.
- **Downtown Design:** Encourage the use of consistent Downtown design standards and principles for buildings and public spaces to guide public and private developments.
- **Circulation:** Provide a safe internal circulation system that is interconnected among districts with pedestrian and vehicular, and multi-modal access from peripheral highway system.



- **Parking:** Provide a well-integrated system of surface and ramp parking consistent with Downtown design principles to meet mixed-use parking needs of Downtown.
- **Housing:** Encourage housing rehabilitation, redevelopment and infill in the Downtown core and periphery.
- **Courthouse District:** Encourage the development of the Courthouse District as a government activity center area, emphasizing government and professional offices, personal services, and convenience retail and food establishments, serving primarily residents of the neighborhood and employees and users of the courthouse campus.
- **Historic Waterfront District:** Encourage the development of the South Barstow District as the principal Downtown location for art, entertainment, civic uses, specialty businesses, and food establishments.
- **North Barstow District:** Encourage the development of the North Barstow District as the location for the Downtown's showcase riverfront development anchored by the North Barstow office, housing, and retail use area on the west and the mixed industrial, business, and housing uses of Banbury Place on the east.
- **Medical Center District:** Encourage the development of the Medical Center District adjacent to west Madison Street as a health care services activity center area anchored by the Luther-Midelfort Hospital medical campus, related office uses, and convenience retail and support businesses.

### **Intergovernmental Cooperation**

The Intergovernmental Cooperation chapter lays the groundwork for the City to build more effective intergovernmental partnerships in the Eau Claire-Chippewa Falls metropolitan area and achieve a more orderly and compact urban development pattern. The chapter identifies policies to guide the City in helping to transform existing relationships with other jurisdictions to provide more cost-effective public services in the metropolitan area. Key policies include:

- **Shared Communication:** Promote timely and effective communication among local government jurisdictions regarding planning and development in the metropolitan area.
- **Smart Growth Cooperation:** Encourage government jurisdictions in the metropolitan area to work together in implementing policies consistent with the *Comprehensive Plan* recommendations for the urban sewer service area and the principles of Smart Growth.
- **Shared Services:** Pursue expanded collaboration among government jurisdictions and agencies to share services and facilities more cost-effectively when providing public services in the metropolitan area.
- **Consistent Development Standards:** Encourage government agencies in the metropolitan area to adopt and implement consistent land development policies, standards, and review procedures.
- **Boundary Change:** Encourage an orderly boundary change process consistent with the *Comprehensive Plan* recommendations for the urban sewer service area.

### **Plan Implementation**

The Plan Implementation chapter identifies the policies necessary to ensure that the recommendations of the *Comprehensive Plan* are carried out effectively. These policies include a plan monitoring process to provide consistency among the *Plan* chapters and to

ensure the *Plan* remains responsive to the dynamic needs of the community. The chapter also identifies a work program of key public improvements, ordinance and code changes, additional planning studies, and other programs and initiatives that the City will pursue in achieving the long-term development pattern envisioned in the *Plan*.

The *Comprehensive Plan* is intended to encourage consistent public and private decisions that will result in coherent and sustainable development for the next two decades and beyond. To do this, the *Plan* relies on a continuous planning program that overlays traditional plan implementation techniques with a strategic planning perspective.

Much of plan implementation occurs on a case-by-case basis through review of proposed site plans, conditional uses, rezoning applications, subdivision developments, the acquisition and clearance of land, and the provision of public improvements and facilities. Implementation also occurs on a daily basis through an ongoing process within local government that involves orderly procedures for gathering information, making recommendations, and taking action. This ongoing system of analysis, of studying the situation, and reaching rational conclusions about community needs and the best courses of municipal action, all occurs within the conceptual and policy framework established by the *Comprehensive Plan*.

To these traditional implementation activities, the *Plan* adds a deliberate strategic perspective that concentrates on a limited number of issues, explicitly considers available resources, and attempts to address significant priority problems and opportunities. This approach is results-oriented, and emphasizes the allocation of fixed organizational resources to critical strategic issues. The resulting continuous planning program provides an improved capacity for the City to both define long-term directions for change and deliver the necessary organizational and community resources to bring about such change. Key implementation policies include:

- **Annual Report:** Transmit a report once a year to the City Council and Plan Commission and to area jurisdictions which summarizes:
  - How the *Plan* was used to guide major spending, regulatory, and construction decisions
  - How development and redevelopment coincided with the guidance of the *Plan*
  - How the Eau Claire community may have changed in ways that warrant amendment to the *Plan*;
  - The status of efforts to implement the Plan Implementation Work Program.
- **Periodic Amendments:** Periodically propose amendments to the *Comprehensive Plan* as conditions warrant. Follow the guidance criteria set forth in the chapter.
- **Regular Reviews:** Conduct a formal review of the entire *Comprehensive Plan* once every five years and identify those features and sections that should be updated or amended. The City should also conduct a detailed assessment and update of the *Plan* at least once every ten years. This update process should include a citizens advisory committee and a comprehensive re-examination of community conditions and issues, population and land use projections, and evaluation of goals, objectives, and policies.
- **Work Program:** Prepare and implement a coordinated work program of short- and long-term actions to guide implementation of the *Plan*. The work program will be updated and approved by the Plan Commission on a regular basis. The

City will also ensure that the following actions are consistent with the *Comprehensive Plan*:

- Review of development applications
- The Capital Improvements Program
- Preparation of neighborhood and district plans
- Plans of City departments and other agencies as they affect Eau Claire
- Official Maps\*
- The Zoning Ordinance and Zoning Map\*
- The Subdivision Ordinance\*

*\*(Wisconsin law requires that these actions be consistent with the City's adopted Comprehensive Plan.)*

Responsibility for implementing specific actions in the work program shall be assigned in accordance with the City's established practices and procedures. The recommended time frame in the work program for each action is approximate and serves as a general guide for initiating work activities. Implementation of specific actions may vary depending upon the availability of resources and the setting of the City's annual program priorities. The work program provided below is organized around the following categories of implementation actions:

- Public Information
- Continuous Planning Program
- Plans and Studies
- Codes and Ordinances
- Joint Efforts
- Capital Improvements

### **Recommended Work Program**

<b>Public Information</b>			
<b>1.1</b>	Revise the City's intergovernmental notification procedures to provide expanded notifications and communications.	Planning/ Public Works	<b>2005</b>
<b>1.2</b>	Implement a series of <i>Comprehensive Plan</i> presentations with community organizations and area jurisdictions following <i>Plan</i> adoption.	Planning	<b>2006</b>
<b>1.3</b>	Establish ongoing procedures to prepare an annual intergovernmental cooperation update report.	Planning	<b>2006</b>
<b>1.4</b>	Establish ongoing procedures to transmit annual <i>Plan</i> progress report to neighboring jurisdictions.	Planning	<b>2007</b>

<b>Continuous Planning Program</b>			
<b>2.1</b>	Continue to monitor local development trends, incentive programs, and organizational effectiveness, and make adjustments as needed.	Planning	<b>Ongoing</b>
<b>2.2</b>	Review all proposed plats and certified survey maps in the City's Extraterritorial Review Area to ensure compatibility with the <i>Comprehensive Plan</i> and City Subdivision Code.	Planning	<b>Ongoing</b>
<b>2.3</b>	Continue to regularly update and expand upon the City's Intensive Historic and Architectural Resources Survey.	Landmarks Commission	<b>Ongoing</b>

<b>2.4</b>	Continue to implement the Special Conditions and Best Management Practices of the WPDES Municipal Storm Water Permit as required by the schedule in that agreement.	Engineering	<b>2005</b>
<b>2.5</b>	Incorporate the updated metropolitan traffic model and use as a planning tool for sub-area analysis.	Planning/ Public Works	<b>2005</b>
<b>2.6</b>	Initiate recruitment of industries in identified target groups.	Economic Development	<b>2005</b>
<b>2.7</b>	Work closely with the Metropolitan Planning Organization to update the regional transportation plan.	Public Works	<b>2006</b>
<b>2.8</b>	Work with WisDOT to design the Birch Street bridge over the Eau Claire River and the link between CTH Q and Spooner Avenue in Altoona.	Public Works	<b>2006</b>
<b>2.9</b>	Seek approval by WisDOT of the future functional classification system.	Engineering	<b>2006</b>
<b>2.10</b>	Establish a citizen advisory committee to promote multi-modal and alternative modes of transportation.	Public Works	<b>2006</b>
<b>2.11</b>	Establish guidelines for land sale and financial incentives.	Finance	<b>2006</b>
<b>2.12</b>	Identify properties that are suitable for redevelopment, set priorities, and implement a plan to address them.	Redevelopment Authority	<b>2006</b>
<b>2.13</b>	Update the Section 106 Agreement to comply with State Historical Society requirements pertaining to Community Development Block Grant related projects.	Planning	<b>2006</b>
<b>2.14</b>	Consider a change to the title of the Eau Claire Landmarks Commission to the Historic Preservation Commission.	Landmarks Commission	<b>2006</b>
<b>2.15</b>	Establish the North Barstow Business Improvement District.	Economic Development	<b>2006</b>
<b>2.16</b>	Prepare design guidelines for Downtown development.	Community Development	<b>2006</b>
<b>2.17</b>	Implement the <i>Transit Development Plan</i> recommendations.	Transit	<b>2006-2010</b>
<b>2.18</b>	Create design standards for new facilities in the business parks.	Planning	<b>2007</b>
<b>2.19</b>	Write and adopt access management guidelines to improve traffic operations and safety.	Engineering	<b>2007</b>
<b>2.20</b>	Complete the jurisdictional transfer of Hastings Way from WisDOT to the City of Eau Claire.	Public Works	<b>2007</b>
<b>2.21</b>	Support expansion of the County Courthouse complex in a manner consistent with the neighborhood plan.	City Manager	<b>2008-2010</b>
<b>2.22</b>	Complete the redevelopment of the North Barstow Redevelopment District.	Redevelopment Authority	<b>2009</b>
<b>2.23</b>	Seek opportunities to retro-fit streets with bicycle lanes that are designated as bicycle routes as such streets are reconstructed.	Public Works	<b>Ongoing</b>

### Plans and Studies

<b>3.1</b>	Advocate for a reallocation and expansion of the City's Urban Sewer Service Area Boundary by the WisDNR.	Public Works	<b>2005</b>
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<b>3.2</b>	Complete the location study for the Downtown transfer station and implement its recommendations.	Transit	<b>2006</b>
<b>3.3</b>	Prepare or update two neighborhood plans.	Planning	<b>2006-2007</b>
<b>3.4</b>	Help prepare an area master plan for: (1)the vicinity of UW-EC and Sacred Heart Hospital; and (2)Luther-Midelfort (Mayo) Hospital and vicinity.	Community Development	<b>2007</b>
<b>3.5</b>	Develop a comprehensive pedestrian/bicycle plan.	Public Works/ Multi-Modal Advisory Committee	<b>2007</b>
<b>3.6</b>	Study and plan for redevelopment of the west bank of the Chippewa River north and south of Madison Street.	Redevelopment Authority	<b>2007</b>
<b>3.7</b>	Develop a City-wide bicycle route system plan.	Public Works/ Multi-Modal Advisory Committee	<b>2007</b>
<b>3.8</b>	Prepare a Downtown parking management plan.	Public Works	<b>2008</b>
<b>3.9</b>	Study the elimination of the one-way traffic movement on South Barstow and Graham streets prior to reconstructing the South Barstow streetscape.	Engineering	<b>2008</b>
<b>3.10</b>	Complete an access justification study for a new I-94 interchange at Cameron, secure state and federal approval, and begin preserving ROW for a future interchange.	Engineering	<b>2008-2010</b>
<b>3.11</b>	Study the need for and feasibility of a community indoor recreation center that may include an ice sheet and aquatic park.	Parks	<b>2008-2010</b>

<b>Codes and Ordinances</b>			
<b>4.1</b>	Amend the Subdivision Code to provide consistency with the <i>Comprehensive Plan</i> .	Planning	<b>2005</b>
<b>4.2</b>	Strengthen the <i>Multi-Family Housing Design Guidelines</i> and incorporate them into the Zoning Ordinance.	Planning	<b>2005</b>
<b>4.3</b>	Consider an amendment to Section 2.64 of the City Code of Ordinances to provide for Waterways and Parks Review of development proposals for land adjacent to parks and greenways that is separated from such areas by a public right-of-way.	Planning	<b>2006</b>
<b>4.4</b>	Amend the Zoning Ordinance to provide consistency with the <i>Comprehensive Plan</i> .	Planning	<b>2006</b>
<b>4.5</b>	Consider adoption of regulations protecting steep slopes and major wooded areas.	Planning	<b>2006</b>
<b>4.6</b>	Amend the Zoning Ordinance to include regulatory incentives for infill projects compatible with older neighborhoods and historic districts.	Planning	<b>2006</b>
<b>4.7</b>	Amend the Zoning Ordinance to allow existing residential neighborhoods to make accommodations for non-conforming structures due to setback and area.	Planning	<b>2006</b>
<b>4.8</b>	Amend the Zoning Ordinance to allow non-industrial land uses in business parks.	Planning	<b>2007</b>

<b>4.9</b>	Consider adoption of regulations limiting outdoor lighting consistent with Dark Sky standards.	Planning	<b>2007</b>
<b>4.10</b>	Amend the Zoning Ordinance to include regulatory incentives for in-fill projects compatible with older neighborhoods and historic districts.	Planning	<b>2007</b>
<b>4.11</b>	Consider adoption of an ordinance requiring parkland or cash dedication.	Parks	<b>2008</b>

<b>Joint Efforts</b>			
<b>5.1</b>	Encourage the Chippewa Valley Regional Airport to plan its facilities cooperatively with the City and give due consideration to the adjacent neighborhood.	City Manager	<b>Ongoing</b>
<b>5.2</b>	Host a meeting at least annually with Chippewa and Eau Claire Counties and the nearby cities, villages, towns, and school districts to discuss land use and development issues.	Planning	<b>2005 Ongoing</b>
<b>5.3</b>	Initiate efforts among local jurisdictions to update zoning ordinances and related development regulations to provide consistent standards in the Extraterritorial Review Area compatible with the <i>Comprehensive Plan</i> .	Planning	<b>2005</b>
<b>5.4</b>	Seek to negotiate cooperative boundary plans with nearby towns to ensure reliable implementation of the City's growth management strategy.	Planning/To Be Determined	<b>2005- 2010</b>
<b>5.5</b>	Continue to promote an Eau Claire alternative as part of the Midwest Regional Rail System.	Planning	<b>2005- 2010</b>
<b>5.6</b>	Initiate or actively participate in joint intergovernmental planning for the future land use for specific growth locations and corridors in the Urban Sewer Service Area.	Planning	<b>2005- 2010</b>
<b>5.7</b>	Seek cooperative agreements with the towns, counties, and WisDNR regarding utilities staging.	Public Works	<b>2006</b>
<b>5.8</b>	Petition the WisDNR to amend the Urban Sewer Service Area boundary.	Public Works	<b>2006</b>
<b>5.9</b>	Complete joint feasibility study of an expanded County Courthouse complex that includes adequate space for the City Police Department.	Police	<b>2006</b>
<b>5.10</b>	Initiate a regular schedule of meetings of planning officials to discuss metropolitan planning and growth issues.	Planning	<b>2006</b>
<b>5.11</b>	Initiate efforts to establish a coordinated or joint review process for developments in the Extraterritorial Review Area.	Planning	<b>2006</b>
<b>5.12</b>	Convene a meeting of area jurisdictions to consider the creation of a metropolitan advisory commission on intergovernmental cooperation.	City Manager	<b>2006</b>
<b>5.13</b>	Support the efforts of Chippewa and Eau Claire Counties to adopt and implement county comprehensive plans.	Planning	<b>2006- 2010</b>
<b>5.14</b>	Cooperate with nearby communities, the counties, and WisDNR to prepare a regional surface water management plan.	Public Works	<b>2007</b>

<b>5.15</b>	Convene initial discussions and studies by area officials and community stakeholders to address metropolitan Smart Growth issues.	Planning	<b>2007</b>
<b>5.16</b>	Sponsor a joint training workshop for members of local plan commissions and advisory boards in the metropolitan area.	Planning	<b>2007</b>
<b>5.17</b>	Seek amendments to County zoning regulations to provide consistency with the City <i>Comprehensive Plan</i> .	Planning	<b>2008</b>

<b>Capital Improvements</b>			
<b>6.1</b>	Acquire new park sites consistent with the <i>Comprehensive Plan</i> .	Parks	<b>Ongoing</b>
<b>6.2</b>	Acquire land along the rivers, Half Moon lake, and Otter Creek for public parks, plazas, walkways, bicycling paths, overlooks, and riparian protection.	Parks	<b>Ongoing</b>
<b>6.3</b>	Extend utilities to serve an additional 80-120 acres in the Gateway Industrial Park.	Public Works	<b>2005</b>
<b>6.4</b>	Coordinate with WisDOT to complete U.S. 53 Freeway from STH 93 to STH29.	Public Works	<b>2005-2006</b>
<b>6.5</b>	Complete Clairemont Avenue Bicycle and Pedestrian Trail from Hastings Way to the Chippewa River.	Public Works	<b>2006</b>
<b>6.6</b>	Complete Hastings Way reconstruction from Birch Street to STH 93.	Public Works	<b>2006</b>
<b>6.7</b>	Complete Galloway Street extension from Hastings Way east to Birch Street.	Public Works	<b>2006</b>
<b>6.8</b>	Complete West Side corridor from Bellinger Street to Old Wells Road.	Public Works	<b>2006-2007</b>
<b>6.9</b>	Complete Eau Claire River bridge by extending Birch Street from CTH Q to Hwy. 53 interchange in Altoona.	Public Works	<b>2006</b>
<b>6.10</b>	Complete Gateway Drive from East Hamilton Avenue to USH 12.	Public Works	<b>2010</b>
<b>6.11</b>	Identify and acquire land for a soccer and softball complex.	Parks	<b>2010</b>
<b>6.12</b>	Build a new soccer and softball complex	Parks	<b>2015</b>